July 22, 2009

TO: Banks Evans, Senior Field Representative
Washington Federation of State Employees (WFSE)

FROM: Teresa Parsons, SPHR
Director's Review Program Supervisor

SUBJECT: Peter Horvath v. Department of Information Services (DIS)
Allocation Review Request ALLO-08-049

On April 29, 2009, I conducted a Director's review telephone conference, concerning the allocation of Mr. Horvath's position, as well as the position of his co-worker, Michael Keown. You, Mr. Horvath, and Mr. Keown all participated in the conference. Starleen Parsons, Human Resource Manager, represented the Department of Information Services (DIS). In addition, the following individuals from DIS also participated in the conference: Theresa Burkheimer, Human Resource Consultant; Michael Martel; Chief Division Manager for the Telecommunications Division; Mike Lilly, Telecommunications Operations Manager; and the employees' former supervisor, Bruce Shurtz, with the Network Control Center.

Director's Determination

This position review was based on the work performed for the six-month period prior to April 4, 2008, the date Mr. Horvath's Position Review Request was submitted to DIS's Human Resources (HR) Office. As the Director's designee, I carefully considered all of the documentation in the file, the exhibits presented during the Director's review conference, and the verbal comments provided by both parties. Based on my review and analysis of Mr. Horvath's assigned duties and responsibilities, I conclude his position is properly allocated to the Information Technology Specialist 2 (ITS 2) classification.

Background

Mr. Horvath's position is assigned to a DIS regional remote Node Site in Seattle with the working title of Node Technician. His supervisor at the time, Bruce Shurtz, was an ITS 6 working in the Network Control Center (NCC) in Olympia. The NCC is part of Telecommunication Operations in the Telecommunications Services Division (TSD) (Exhibit B-3). Mr. Horvath provided a history of his position's allocation (Exhibit D-9). In 1997, his position had been reallocated from a Network Analyst 1 to a Network Analyst 2. Due to the adoption of new Information Technology classes in 1999, the Information Technology Systems

Specialist 3 (ITSS 3) class replaced the Network Analyst 2. Due to a class consolidation in 2005, the Information Technology Specialist 3 (ITS 3) replaced the ITSS 3 class. Mr. Horvath's position had previously served as a lead to other Node Technicians, including other sites, and he had been assigned supervisory responsibility at the Seattle Node Site. In 2006, Human Resource Consultant Nancy Widders notified Mr. Horvath that his position was misallocated and was being reallocated to the ITS 2 classification (Exhibit D-9 h).

On March 18, 2008, Mr. Horvath submitted a request for a position review to Mr. Shurtz. The Position Review Request form was submitted to HR on April 4, 2008 (Exhibit D-1 f). Mr. Horvath requested that his Information Technology Specialist 2 (ITS 2) position be reallocated to the Information Technology Specialist 3 (ITS 3) classification. HR Consultant Leah Maurseth met with Mr. Horvath on May 23, 2008 to review the duties assigned to his position. After reviewing Mr. Horvath's assignment of work, Ms. Maurseth consulted with Mr. Shurtz and Mr. Lilly, and she concluded the ITS 2 was the appropriate classification for Mr. Horvath's position. Ms. Maurseth issued her allocation decision on July 10, 2008.

On August 1, 2008, the Department of Personnel received Mr. Horvath's request for a Director's review of DIS's allocation determination.

Summary of Employees' Perspective (Mr. Horvath and Mr. Keown)

The employees assert the majority of their duties performed at the Seattle Node Site impact DIS statewide. The employees indicate that because the Node Site is in a remote location, their positions are required to perform complex tasks without onsite supervision and that they must install, configure, and troubleshoot network equipment, which includes replacing faulty hardware as needed. The employees describe the complexity of the equipment as a multiplex technology system with multiple circuits consisting of multiple signals. The employees also state they have primary responsibility for the main STS Supernode switch at the site. The employees contend their positions independently configure the physical hardware at their location and that the scan circuits are only accessible to them. The employees state that their duties and responsibilities are critical to the agency mission of providing statewide services, including the state's SCAN (State Controlled Access Network) voice system and K-20 Network for video and data transport services. The employees note the combined networks are the biggest and most complex wide area networks operated by the state.

In addition to ensuring the statewide systems are working properly, the employees assert their positions are responsible for ensuring all facility systems, such as DC power, battery backup, UPS (Uninterruptible Power Systems), HVAC, and generators, are working at all times. The employees point out that a failure of any one of the facility systems could result in serious consequences to the state network. The employees note that with changes in technology, their positions are tasked with designing and installing infrastructure and hardware projects to enhance the ability for new services that transport data statewide. The employees believe the level of responsibility assigned to their positions fits the ITS 3 classification.

Summary of DIS's Reasoning

DIS recognizes the importance of the employees' positions and notes their critical roles in the day to day operations of the Node Site. However, DIS asserts the employees' positions have very defined roles as Node Technicians supporting the NCC with network analysis and

troubleshooting, including identifying and testing network traffic. DIS further asserts the employees report observations to NCC analysts and assist with correcting procedures through hardware/software administrative control. DIS indicates the employees' positions are tasked with installing and removing network cabling and equipment, as well as inserting or removing cards and power supplies in existing equipment. DIS states the Node Technicians test and monitor circuits and cables and replace rectifiers, based on NCC or vendor procedures and specifications. DIS emphasizes that general troubleshooting of network issues are handled by ITS 3 staff working in the NCC. DIS asserts the Node Technicians work with devices assigned to the Node Sites but are not assigned to work on statewide network devices. DIS contends that the majority of work assigned to the employees' positions is performed with NCC oversight. Therefore, DIS maintains that the employees' positions fit within the ITS 2 classification.

Rationale for Director's Determination

During the Director's review conference the DIS managers and the employees provided an overview of the Nodes Sites and functions. These are also illustrated in the employees' exhibits. The Node Sites are located in key areas across the state, including Olympia, Seattle, Spokane, and Yakima. The purpose of the different sites is to link and route network connectivity for statewide networks. The Network Control Center (NCC) and Network Operations Center (NOC) are co-located in Olympia, and the employees assigned to those centers form a centralized group responsible for the overall operation of the statewide networks and network services. The statewide networks include the Next Generation Network (NGN), the K-20 Network, and SCAN long distance calling. The NCC and NOC groups control central operations of the networks, including installation, equipment configuration, monitoring, troubleshooting, and delivery of services statewide.

The Node Technicians, including Mr. Horvath and Mr. Keown, are assigned to the remote locations to provide local site support. Because the Node Technicians are onsite, they perform the physical equipment installation, network cabling installation or removal, and physically monitor the equipment located in the remote sites. However, the Node Technicians have limited access rights to a number of devices because the actual configuration occurs at the central location in Olympia. In some instances, the Node Technicians may be given access to assist NCC or NOC staff in Olympia, but they are provided with detailed instructions by higher level IT staff, typically by telephone or email. NCC staff also assist the Node Technicians via administrative control.

The Node Technicians also provide onsite support to the facility, including routine operation of generators by starting and stopping them on pre-determined schedules. They also monitor heating and air conditioning systems (HVAC) and Uninterruptible Power Systems (UPS) to ensure network equipment housed at these sites is protected from water leaks, fire, or intrusion. When facility systems are in need of repair, the Node Technicians will work with specialists who come to the site.

The purpose of a position review is to determine which classification best describes the overall duties and responsibilities of a position. A position review is neither a measurement of the volume of work performed, nor an evaluation of the expertise with which that work is performed. A position review is a comparison of the duties and responsibilities of a particular position to the available classification specifications. This review results in a determination of

the class that best describes the overall duties and responsibilities of the position. Liddle-Stamper v. Washington State University, PAB Case No. 3722-A2 (1994).

Duties and Responsibilities

In this case, there is a Classification Questionnaire (CQ) on file for Mr. Horvath's position from 1999 (Exhibit D-1 b). The document prompting this request is a Position Review Request (PRR) completed and signed by Mr. Horvath on March 18, 2008 (Exhibit A-2). His supervisor at the time, Mr. Shurtz, did not complete or sign the Supervisor Review section of the PRR. However, an electronic version of a new Position Description Form (PDF) was completed by Mr. Shurtz on April 4, 2008, after Mr. Horvath signed the PDF (Exhibit D-1 d). Mr. Shurtz also participated in the Director's review conference. When considering Mr. Horvath's assignment of work, I weighed the documents describing the duties with the comments presented during the Director's review conference.

The purpose of Mr. Horvath's position, as described by the documents in the record include:

Position Review Request (Exhibit A-2)

Support two major statewide networks and serving multiple state and local government organizations being the SCAN Long distance voice Network and the K-20 Video Network and work the NOC personnel to resolve network issues that occur related to the SCAN Tandem Switch (STS).

Member of workgroup that is responsible for statewide transport network service delivery that works with WAN [Wide Area Network] designers, Provisioning, and NCC personnel to implement WAN resources to meet customer agencies service objectives. Be able to install, program, maintain, troubleshoot and provide technical support for all node site activity in support of all statewide service objectives.

Must be able to respond to and evaluate any network, transport, facility, and/or vendor problem that may occur on equipment located at the remote node site 24 hours a day, 7 days a week.

Position Description Form (Exhibit D-1 d) and CQ from 2006 (Exhibit D-1 a)

Within NCC service group, under the supervision of the Network Operations Manager, serves as associate – level professional specialist. Participates as a member of the workgroup responsible for statewide transport network service delivery. Works with WAN designers, NCC technicians, the OSS [Operational Support System] and Circuit Design Records (CDR's) to coordinate the provisioning of WAN resources and vendor circuit due dates to meet customer agencies' service objectives.

Classification Questionnaire from 1999 (Exhibit D-1 b)

Within the NCC, under supervision of Remote Operation's manager, serves as a journey-level professional specialist. Participates as a member of the workgroup

> *responsible for statewide transport network service delivery. Works with WAN designers and CDRs to coordinate the provisioning of WAN resource and vendor circuit due dates to meet customer agencies' service objectives. . . .*

The following summarizes the majority of work Mr. Horvath describes on the Position Review Request (Exhibit A-2):

40% Maintain STS and K-20 Network by installing, replacing, cross connects and cabling, testing circuit cards and software as directed. Analyze, gather and compile information on software/hardware problems to use during troubleshooting procedures. Install, maintain, monitor, and repair the AC/DC power system for equipment which includes batteries and rectifiers. Assist NOC center to resolve any statewide STS and K-20 network problems, which could cause severe consequences to government and educational organizations. Maintain database to ensure accuracy of circuits related to the networks.

40% Within the NCC group, serve as a specialist in voice, data, video, and network systems, which includes routers, intelligent switches, servers, optical fiber systems, digital cross-connecting switches and systems located in remote node sites. All internal cabling systems such as fiber optic distribution units, cross connect panels, block patch panels.

Install cabling and at times the software configuration of equipment. Work with WAN designers and Circuit Design Requests to coordinate provisioning of WAN resources statewide and to meet customer agencies service objectives. Compile, gather and evaluate information for maintaining and troubleshooting above equipment, using test gear such as T-Berds, Fiber optic light meters, multi-meters and technical manuals.

Advise and assist as required by NCC and vendors in the resolution of equipment malfunctions during and after installation and turn up. Be able to access various types of equipment as needed to resolve both software and hardware issues. Maintain database to ensure accuracy of all WAN circuits that have a presence in the remote nodes.

On the PDF created by Mr. Shurtz, much of the work described on the PRR is included in one section identified as 85% (Exhibit D-1 d). However, the PDF stresses Mr. Horvath's role in assisting customers and the NCC with network troubleshooting and setup, as well as his role in providing support and assistance to the NCC for the Wide Area Network (WAN) and SCAN switch hardware. This is supported by the comments from all parties during the Director's review conference. For example, both Mr. Horvath and Mr. Keown indicated their positions have worked via conference call or email with the NCC or Provisioning on a variety of projects, including the K-20 and the Next Generation Network (NGN). The employees explained that some functions are routine while others may be more problematic. They emphasized the Node Technicians have to assess the situation and determine whether to contact NCC. Mr. Horvath indicated there were procedures in place to deal with emergency situations and that he would get a supervisor's input to ensure other systems were not impacted.

While Mr. Horvath and the other Node Technicians identify and correct network malfunctions, they work with higher-level IT staff in carrying out those functions. Mr. Shurtz and Mr. Lilly reiterated that NCC staff independently analyze network traffic and configurations to determine and make appropriate configuration changes to optimize network performance. For example, they noted that NCC staff determine the correct traffic flow and troubleshoot routers, switches, and transport equipment and then direct the Node Technicians in troubleshooting issues. The Node Technicians install, maintain, operate, and remove network cabling and equipment. The managers emphasized how the NCC relies on the Node Technicians to be the "hands and eyes" to verify equipment is working properly.

During the Director's review conference, Mr. Horvath and Mr. Keown also stated that they perform consulting and design work on the NGN and K-20 networks. The DIS managers noted that work orders or tickets assigned through the Operational Support System (OSS) go through the NCC first. The DIS managers acknowledged there are a small number of circuits at the Node Site that cannot be viewed from Olympia. The managers clarified that the Node Technicians work with Provisioning staff to verify whether a particular port is available or a circuit is already in use. However, Provisioning staff has the responsibility for creating the Circuit Design Record (CDR). The work orders generated contain the information necessary to implement the work, for example installing equipment located in Seattle or deploying services for customers in Western Washington (Exhibit D-2 c). The Node Technicians work from a CDR created by another position in the Provisioning group.

Both the PRR and the PDF indicate that 10% of Mr. Horvath's assigned work involves testing, monitoring, and troubleshooting facility equipment such as AC/DC power system, air handlers, water and fire detection systems. This includes 24/7 availability for maintenance and troubleshooting or notifying the NCC or NOC for upper level resolution when necessary.

Class Specifications

When comparing the assignment of work and level of responsibility to the available class specifications, the class series concept (if one exists) followed by definition and distinguishing characteristics are primary considerations. Mr. Horvath's position fits within the IT category concept, which broadly describes positions in one or more information technology disciplines. Some of the IT functions may overlap from class to class; however, the definition identifies the level of work assigned to each class.

The **Information Technology Specialist 3 definition** reads as follows:

> In support of information systems and users in an assigned area of responsibility, independently performs consulting, designing, programming, installation, maintenance, quality assurance, troubleshooting and/or technical support for applications, hardware and software products, databases, database management systems, support products, network infrastructure equipment, or telecommunications infrastructure, software or hardware.
>
> Uses established work procedures and innovative approaches to complete assignments and coordinate projects such as conducting needs assessments; leading projects; creating installation plans; analyzing and correcting network

> malfunctions; serving as system administrator; monitoring or enhancing operating environments; or supporting, maintaining and enhancing existing applications.
>
> The majority of assignments and projects are moderate in size and impact an agency division or large workgroup or single business function; or internal or satellite operations, multiple users, or more than one group. Consults with higher-level technical staff to resolve complex problems.

Mr. Horvath's position performs technical support for the NCC at the remote node site. While he works independently at the Seattle location, his position has not been tasked with designing and programming network equipment independent of working with the NCC a majority of the time.

Although examples of typical work identified in a class specification do not form the basis for an allocation, they lend support to the work envisioned within a classification. At the ITS 3 level, some of the typical work examples include conducting needs assessments; analyzing and evaluating products for telecommunication technologies; determining requirements; coordinating design and creating installation plans; and installing and configuring hardware/software. I realize there is a level of coordination and analysis assigned to Mr. Horvath's position and that he identifies problems and works with the NCC to correct network and equipment malfunctions. At times, he may be asked to configure equipment. Mr. Horvath is STS certified and has a strong working knowledge of all network equipment housed in Seattle. A portion of Mr. Horvath's assigned work encompasses aspects of the ITS 3 classification. However, the majority of work assigned to his position involves the physical set up and maintenance of equipment, switches and circuits at the direction of NCC staff. While Mr. Horvath has substantial knowledge about network operations, he monitors and reports problems to NCC staff or carries out work orders that have already been designed by higher-level IT staff.

As previously determined by the Personnel Resources Board (PRB), most positions within the civil service system occasionally perform duties that appear in more than one classification. However, when determining the appropriate classification for a specific position, the duties and responsibilities of that position must be considered in their entirety and the position must be allocated to the classification that provides the best fit overall for the majority of the position's duties and responsibilities. Dudley v. Dept. of Labor and Industries, PRB Case No. R-ALLO-07-007 (2007).

The level of technical work assigned to Mr. Horvath's position and his overall duties and responsibilities fit within the ITS 2 classification.

The **Information Technology Specialist 2 definition** reads as follows:

> In support of information systems and users, performs standard consulting, analyzing, programming, maintenance, installation and/or technical support.
>
> Under general supervision, follows established work methods and procedures to complete tasks on computers and/or telecommunication software/hardware, applications, support products, projects, or databases for . . . pieces of larger systems or programs. Performs standard tasks such as consulting with customers

> to identify and analyze technology needs and problems; responding to and resolving trouble reports from users; processing equipment and service orders; coordinating installations, moves, and changes; analyzing problems for parts of applications and solving problems with some assistance; supporting and enhancing existing applications in compliance with specifications and standards; conducting unit, system or usability testing; writing specifications and developing reports; developing and conducting application, software and/or system operation training for users; or serving as part of a problem solving team addressing more complex issues. The majority of tasks are limited in scope and impact individuals or small groups. Complex problems are referred to a higher level.

The Department of Personnel Glossary of terms for Classification, Compensation, & Management defines **general supervision** as follows:

> Performs recurring assignments within established guidelines without specific instruction. Deviation from normal policies, procedures, and work methods requires supervisory approval. Supervisory guidance is provided in new or unusual situations. The employee's work is periodically reviewed to verify compliance with policies and procedures.

http://www.dop.wa.gov/CompClass/CompAndClassServices/Pages/HRProfessionalTools.as

Mr. Horvath's position assists the NCC in supporting statewide networks. I recognize that the statewide networks are complex and significantly impact the delivery of voice, video, and data transport services for a number of entities across the state. Though Mr. Horvath's position has been assigned a great deal of responsibly, he provides technical support and standard analysis, programming, maintenance, and installation functions based on specific work orders or as directed by NCC staff. He also coordinates installation from CDRs created from Provisioning staff, though he may assist with locating a particular circuit or working with vendors. Mr. Horvath monitors network traffic and performance and understands when to escalate problems to the NCC. He also has responsibility for monitoring facility equipment to ensure the protection of DIS equipment, and he coordinates and consults with specialists who may repair facility equipment.

Characteristic of general supervision, the majority of work is performed without specific instruction but within established guidelines. Deviation from normal procedures will typically require approval from NCC technical staff or managers. In addition, the DIS managers indicated that with the exception of a few SCAN circuits that are only accessible at the site, the NCC can perform remote assistance with the physical observations conveyed by the Node Technicians. The DIS managers also pointed out that the ring connecting the Node Sites' equipment and circuits has a redundant feature that allows other sites to operate when one site is not functioning properly.

While not exact, the typical work examples identified in the ITS 2 class specification similar to the scope and level of responsibility assigned to Mr. Horvath's position include the following:

- Gathers customer service and equipment needs for . . . network infrastructure equipment or telecommunications software or hardware;
- Processes equipment and service orders; coordinates installations, moves, and changes;

- Installs system hardware and software. Performs standard maintenance, preventive maintenance, modification, testing and debugging. Tests according to appropriate standards;
- Maintains backup . . . capacity and resource management;
- Reviews system logs and messages to identify events and errors;
- Runs tests using hardware and software diagnostic tools such as network analyzing equipment and operating system diagnostics to identify and either resolve or refer problems to other staff for analysis;
- Responds to trouble reports from users and identifies and resolves problems within their control. Performs component-level diagnostics to determine need for replacement. Identifies and replaces faulty components (switches, routers, circuits, and other related equipment);
- Supports and enhances existing applications in compliance with specifications and standards. Reviews and re-writes previously-written code to improve and/or adapt code to changes;
- Assists higher-level analysts with larger projects.

It is apparent the work Mr. Horvath performs is very important and valued by DIS management. A position's allocation does not diminish the quality of work performed and is not a reflection of performance. Rather, an allocation is based on the majority of work and overall scope of responsibility assigned to a position. The ITS 2 is the appropriate classification for Mr. Horvath's position.

Appeal Rights

RCW 41.06.170 governs the right to appeal. RCW 41.06.170(4) provides, in relevant part, the following:

> An employee incumbent in a position at the time of its allocation or reallocation, or the agency utilizing the position, may appeal the allocation or reallocation to . . . the Washington personnel resources board . . . . Notice of such appeal must be filed in writing within thirty days of the action from which appeal is taken.

The mailing address for the Personnel Resources Board (PRB) is P.O. Box 40911, Olympia, Washington, 98504-0911. The PRB Office is located at 600 South Franklin, Olympia, Washington. The main telephone number is (360) 664-0388, and the fax number is (360) 753-0139.

If no further action is taken, the Director's determination becomes final.

c: Peter Horvath
Starleen Parsons, DIS
Lisa Skriletz, DOP

Enclosure: List of Exhibits

PETER HORVATH v DIS
ALLO-08-049
Exhibit List

A. Filed by employee August 1, 2008:

1. Director's Review Request form.
2. Position Review Request, March 2008
3. Mr. Horvath's list of job duties (2 pages).
4. TSD Operations org chart (Nov. 2007)
5. Peter Horvath Employee Training Profile
6. July 10, 2008 DIS allocation determination.
7. Web generated CQ, ID #1477. April 2006.

B. April 20, 2009 DIS letter to DOP summarizing allocation with List of Exhibits.

1. HR allocation determination letter July 10, 2008
2. Position Description Form April 10, 2006
3. Node Technicians org chart
4. Copy of Position Review Form August 8, 2008
5. Information Technology Specialist 2 classification specifications
6. Information Technology Specialist 3 classification specifications

C. Case correspondence

1. April 17, 2009 email from Starleen Parsons attaching letter addressing concerns regarding Exhibit 2c
2. April 17, 2009 letter from Starleen Parsons: redaction of Exhibit 2c.
3. April 20, 2009 email from Banks Evans proposing redaction method
4. April 20, 2009 email from Teresa Parsons requesting clarification of what needs to be redacted
5. April 22, 2009 email from Teresa Parsons suggesting redacting 2c in the same manner as Spokane Node Site exhibit
6. April 22, 2009 email from Banks Evans asking to see Spokane exhibit
7. April 22, 2009 email from Teresa Parsons clarifying redaction suggestion
8. Hardcopy of April 17, 2009 letter from Starleen Parsons: redaction of Exhibit 2c.
9. April 24, 2009 email from Banks Evans approving redactions.
10. April 24, 2009 email from Starleen Parsons asking for clarification.
11. April 24, 2009 email from Banks Evans clarifying referring to Exhibit 2c.
12. October 27, 2008 email from Pete Horvath to Karen Wilcox re: exhibits
13. March 2, 2009 email from Banks Evans to Starleen Parsons regarding stipulated exhibits
14. April 6, 2009 email from Banks Evans to Pete Horvath and Karen Wilcox regarding exhibits
15. April 30, 2009 email from Banks Evans to Starleen Parsons, Pete Horvath, and Teresa Parsons with attached Associate Working Position document.

16. May 18, 2009 email from Starleen Parsons to Teresa Parsons and Banks Evans with response to the attachment in April 6, 2009 email (exhibit 14).
17. July 16, 2009 email from Teresa Parsons to all parties regarding redaction of sensitive information in exhibits.
18. July 17, 2009 response from Mike Keown (note: Pete Horvath verbally agreed to redactions proposed by Teresa Parsons (exhibit 17).
19. July 17, 2009 email to Teresa Parsons from Starleen Parsons regarding redactions.
20. July 20, 2009 email from Banks Evans to Teresa Parsons regarding redactions.

D. Pete Horvath Exhibits – See Exhibit cover sheet in exhibit book